

A PROGRAM FOR FUTURE MANAGEMENT
of
DISPERSED RECREATION USE SITES ON PARKSVILLE LAKE

Alfred B. Tanner
Supervisory Forester
Ocoee Ranger District - Cherokee National Forest
Route 1 Box 348D, Benton, Tennessee 37307
615-338-5201

Clemson Class of 1988

June 25, 1989 - Final Draft

This paper was prepared as a student project in partial fulfillment of the requirements of the Professional Development for Outdoor Recreation Management Program at Clemson University. It in no way reflects USDA Forest Service policy nor are the opinions expressed those of anyone other than the author.

Author: Alfred B. Tanner
Resources Assistant
Ocoee Ranger District - Cherokee National Forest
Route 1, Box 348D
Benton, Tennessee 37307
(615) 338-5201

Title: A Program for Future Management of Dispersed Recreation
Use Sites on Parksville Lake

Abstract: Parksville Lake, located on the Cherokee National Forest in southeastern Tennessee, has been described by recreationists as one of the most scenic lakes in the Southeast. The scenic quality of the lake is due to a combination of abrupt landform, diverse and continuous tree cover, and sparkling clear water.

The Ocoee Scenic Byway, US Route 64, parallels the northern shoreline of the Lake for seven and one-half miles. The southern shoreline, including five inlets and two islands, is relatively inaccessible to passenger automobiles. The 1900 acre Lake has approximately 47 miles of shoreline.

Parksville Lake's shoreline is all public land, administered by the Ocoee Ranger District. A total of seven miles of shoreline is considered committed to existing developed public use areas. Recreation use of the lake, prior to the 1980's was by recreationists living in the local surrounding areas of Benton and Cleveland, Tennessee and Dalton, Georgia.

Uses of the Lake, following three specific events in the last 5 years, will force managers to deal with planning and managing a wider range of recreation opportunities for an increasing number of users and, more importantly, deal with existing problems of deteriorating resources and recreation experiences.

This paper will describe Parksville Lake, its character, a brief history of use, and its present condition. It will outline a program for managing its future in terms consistent with the Cherokee National Forest Land and Resource Management Plan. It will program the direction managers should take, adapting the Limits of Acceptable Change planning process. The program will anticipate public demands, prescribe specific steps to take to meet the demands, and ensure full participation by recreationists in all phases of planning.

Keywords: Tennessee, Parksville Lake, dispersed use, campsite deterioration, user conflicts, Limits of Acceptable Change

TABLE OF CONTENTS

EXECUTIVE SUMMARY.....	PAGE 1
INTRODUCTION.....	PAGE 3
STATEMENT OF PURPOSE.....	PAGE 8
LITERATURE REVIEW AND METHODOLOGY.....	PAGE 9
ANALYSIS.....	PAGE 12
DISCUSSION.....	PAGE 16
SUMMARY.....	PAGE 18
ACTION STEP 1.....	PAGE 19
ACTION STEP 2.....	PAGE 20
ACTION STEP 3.....	PAGE 21
ACTION STEP 4.....	PAGE 22
ACTION STEP 5.....	PAGE 23
ACTION STEP 6.....	PAGE 24
LITERATURE CITED.....	PAGE 25
APPENDIX.....	PAGE 26

EXECUTIVE SUMMARY

Title: A Program for Future Management of Dispersed Recreation Use Sites on Parksville Lake

Author: Alfred B. Tanner
Resources Assistant - Ocoee Ranger District
Route 1, Box 348D, Benton, Tennessee 37307
(615) 338-5201

Summary: The intent of this field project is to inform Cherokee National Forest managers about Parksville Lake's history, the present condition of its dispersed recreation use sites, the evidence that deterioration of sites is accelerating, and some evidence that recreationists' experiences are being degraded.

The field project used the Cherokee National Forest Land and Resource Management Plan as an umbrella, Jack Coleman's 1983 Field Project as a guide, and a review of literature and classroom notes as the means for recommending an acceptable approach to successful planning.

Parksville Lake has been a playground for a local public in the past. The development of the Ocoee River for whitewater rafting and kayaking, the McWherter Plan for Economic Development of the Polk County area, and the Dedication of US 64 as a National Forest Scenic Byway will increase use of all National Forest resources. Recreationists will be more diverse and will no longer be only from nearby communities. The use by recreationists on Parksville Lake's shoreline will accelerate damage that has occurred to dispersed use sites and, more importantly, may diminish the recreation

experiences of all users of the Lake. This report will recommend a program, a sequence of steps, that managers should take in adapting the Limits of Acceptable Change planning process to Parksville Lake's south shoreline. It will provide an Action Step for each Performance Objective. It will project a time frame for accomplishing each Performance Objective. It will provide a list of participants, including the public constituency, who should participate in the process. It will attempt to project costs for accomplishing each Objective. It will outline a public education and marketing strategy. It will recommend a facilitator and the adoption of a task force. Lastly, it will prescribe monitoring requirements. The Program of Action Steps and Performance Objectives would be initiated in the summer of 1989 and would concur with the Forest's Land and Resource Management Plan, its amendments and 10 year revision.

INTRODUCTION

Parksville Lake was created in 1911, when the Tennessee Electric Power Company constructed a hydroelectric dam on the Ocoee River in Polk County, Tennessee. Lake Ocoee, as it may have been called at that time, was the first of three reservoirs created on the Ocoee River between 1911 and 1943. See Appendix A.

The 1900 acre reservoir's backwaters extended into rugged mountain land. Water was supplied by the Ocoee River, Greasy Creek, Sylco Creek, Baker Creek, and numerous smaller mountain streams.

Recreation use of the new lake was by nearby landowners and villagers. Old photographs show rowboats were in use at that time. The waters were barren, due to the effects of erosion and soil leaching in a 50 square mile area of the Copper Basin Mining District. Surface mining and deforestation began in the mid-1800's. This denuded area was just 20 miles upstream from Parksville Lake. Fishing was limited to the inlets of the lake, far away from the Ocoee River inlet.

In 1912, a second powerhouse was constructed on the Ocoee River. It was built just one mile upstream from the headwaters of Parksville Lake. The powerhouse was built on the south side of the river and had no reservoir. Water was transported to this powerhouse through a wooden flume that originated at a diversion dam four miles upriver. There was no road to the powerhouse site. Materials for construction of this powerhouse were loaded onto barges near Parksville Dam, floated on the lake to a railway, then hauled more than two miles on

flatcars to the construction site. This railway grade is the only man-made modification to landform on the south shore of Parksville Lake. It can still be seen by travelers on US 64, across this narrowest neck of the lake. Recreation use probably increased after this time as the villages at Parksville and Caney Creek were populated with hundreds of workers and operators and had hotels for travelers.

In the 1920's, the logged-over lands in the area surrounding Parksville Lake began to be purchased for the newly proclaimed Cherokee National Forest.

In 1922, Parksville Lake's shoreline was raised as a result of the huge volume of silt that continued to accumulate in the headwaters of the lake. The power company, seeing the storage capacity of the reservoir was diminishing, installed a five foot wooden extension onto the top of the dam. This raised the level of the lake to the level that exists today.

The invention of the automobile, and later the development of an outboard motor for small boats, began to affect the kind of recreation that people expected from the power company. By the 1930's, Tennessee Electric Power Company responded to recreation demand by providing lots for private summer homes. Many homes were built between a newly constructed "waterlevel" highway and the lake. Three additional tracts were provided on Baker Creek inlet for summer homes and one tract was provided for a group camp. Outboard motorboats were first seen in the mid-30's and a small marina was built between the highway and the lake (Curbow, 1989).

In 1939, the Tennessee Valley Authority was established. The TVA acquired the property of the Tennessee Power Electric Company. The shoreline of Parksville Lake was public land for the first time. The summer homes, camp, and the marina were outstanding rights that continued to be honored by the TVA.

In 1940 and 1943, the TVA and the Forest Service entered into two agreements that further enhanced recreation opportunities and enjoyment of Parksville Lake. Under the first transfer agreement, the TVA transferred all of its lakeshore property to the Forest Service. The Forest Service converted summer home, group camp, and marina license agreements to special use permits.

World War II placed additional demands for hydroelectric power from the TVA. Under the second transfer agreement, the Forest Service transferred some of its forest property to the TVA. The TVA needed to construct a dam, reservoir, underground pipeline, and powerhouse on the upper Ocoee River. The construction of the third powerhouse on the Ocoee River had a subtle, but important effect on the recreation resources of Parksville Lake. Water that had been discolored following each summer rainstorm in the Copper Basin was, after 1943, impounded by the newly built reservoir. The effect was Parksville Lake became a cleaner, more attractive body of water during the summer recreation season. TVA did, it should be noted, periodically "flush" the upper reservoir's accumulation of silt to maintain a storage capacity in that reservoir. The flushing still occurs today, in mid-winter, when recreation use is low and Parksville Lake is at drawdown. The accumulation of silt has now reached past the mouth of the-Sylco Inlet and poses a new dilemma for Agencies' managers.

The TVA is concerned with the loss of storage capacity; the Forest is concerned with effects on a developed recreation swimming area and effects on existing and future lake uses. See Appendix E

"There was a post-war surge in outdoor recreation...facilities were overwhelmed" (Costley,1988). During this period, the new managers of Parksville Lake began to try to meet this public demand. During this time the Forest Service constructed two public beaches and a boatramp on Parksville Lake and constructed a campground on the Greasy Creek inlet. In 1949, the Forest Service issued a special use permit for an organizational camp on Sylco Inlet.

In 1959 and 1960, Forest Service recreation planners implemented the National Forest Recreation Survey. In 1960, the Ocoee District was surveyed and 17 potential recreation development sites were identified on the shoreline of Parksville Lake. See Appendix B.

In 1969, the National Environmental Policy Act was implemented. The Act had a direct effect on the future of Parksville Lake as an enduring recreation resource by requiring the landowners in the Copper Basin to begin rehabilitation of the eroded landscape. The source of silt and acidic runoff that had affected the Ocoee River and Parksville Lake had begun to diminish by the mid-seventies. A fisheries resource had begun to establish itself in Parksville Lake after six decades.

In 1976, the wooden flume that supplied water to the "Caney Creek" powerhouse had deteriorated and required replacement. Water, that had been diverted into the flume since 1912, was diverted into the Ocoee

River. Water tumbled through the Ocoee River gorge for nearly five miles to Parksville Lake. During the seven year flume construction project, "whitewater" enthusiasts from hundreds of miles away began to utilize what the great American outdoors provided. Rafting outfitters became established businesses in the Polk County area. In 1983, repairs to the flume had been completed. The TVA responded to recreation demand by continuing to divert water into the Ocoee River 116 days a year. Parksville Lake is now being seen by tens of thousands of rafters and kayakers who travel on US 64 to the Ocoee River.

In 1988, Governor McWherter of Tennessee implemented a plan to promote the economic development of Polk County. This plan highlights the opportunities for outdoor recreation on the National Forest. This marketing of the area will attract recreationists statewide.

In October 1988, the "waterlevel" highway of the past, was dedicated as the first National Forest Scenic Byway. The designation will no doubt increase the visibility of Parksville Lake to recreationists regionally.

This introduction and history of Parksville Lake has two purposes in this report:

1. It attempts to describe the changing demographics of its users and shows flexibility used by 3 administrative managers in meeting changes in recreation demand.
2. It sets the stage for dealing with the inevitable changes that are about to occur with increasing demand on a limited, and even diminishing, resource.

STATEMENT OF PURPOSE

There is a need to inform managers about the current conditions of Parksville Lake's dispersed recreation use sites. There is a need to describe the evidence that indicates conditions are worsening and will continue to worsen.

There is a need to identify the needs of Parksville Lake dispersed use site's recreationists.

There is a need to examine the Goals, Direction, Standards, and Guidelines in the Forest Land and Resource Management Plan and manage reservoir shoreline public use areas in harmony with the Plan.

There is a need to program action to be taken to plan for the future of Parksville Lake's southern shoreline.

The purpose of this report is to satisfy these needs by adopting a planning process that was developed by a group of researchers, working with the Forest Service Wilderness Management Research Unit, called Limits of Acceptable Change.

The Limits of Acceptable Change planning process is adaptable to Wilderness Areas, backcountry campsites in National Parks, the Boundary Waters Canoe Wilderness Area in Minnesota, National Recreation Areas, and-on National Rivers.

This report suggests it is also adaptable to planning and managing Parksville Lake and its dispersed recreation use sites.

LITERATURE REVIEW AND METHODOLOGY

The literature review and methodology originated in March 1988. Nominations for the Short Course to be held at Clemson in the Fall of the year were requested in March. A review of the Cherokee National Forest Final Environmental Impact Statement and Final Land and Resource Management Plan was made to determine what the Forest and District needed to meet the mission statement of "Serving People and Caring for the Land".

Chapter II of the Plan, Analysis of the Management Situation, contained a section called "Research Needs". Research in the recreation functional area included needs to:

- Develop more acceptable methods of determining Wilderness supply and demand levels.

- Develop better methods of determining or/and estimating both developed and dispersed use in developed sites, dispersed areas, and Wilderness Areas.

- Develop better methods of determining carrying capacity for all recreation activities.

The description of the "home project" in March 1988 was "Estimating Use and Determining Carrying Capacities in Dispersed Recreation Areas". Conceptually the project was to review literature, compare work that had been done nationally, and describe its applicability to Region 8.

In late summer, a further review of the Land and Resource Management Plan was made. This review followed a request for a shoreline addition to a recreation residence boatdock. This seemingly unrelated event altered the course the field project was to take. An inspection trip on the southside of Parksville Lake was made to determine if the request was consistent with Forestwide Management Requirements (as amended in February 1988). This inspection trip was made by the Forest Interdisciplinary Team. Coincidentally, the trip observed a few heavily used shoreline dispersed recreation use sites. The condition of the sites prompted negative comments from some team members. These comments prompted an even more thorough review of the Forest Plan, a review of a 1985 Parksville Lake Plan for Management of Recreation Facilities, and a review of that part of the Recreation Plan for Parksville Lake (Coleman, 1983) that dealt with dispersed sites.

The scope of the field project narrowed after a review of the Forest Plan's Goals, Forestwide Management Requirements, General Direction, Standards and Guidelines, and Monitoring Requirements was completed. A plan was needed for managing shores on reservoirs. See Appendix C.

The concept of the field project, immediately prior to attending the Clemson classroom session, was to inform managers of dispersed site conditions, to review literature written on the subject, include "public involvement", and propose alternatives for managing the sites.

After the Clemson classroom sessions, the review of literature-technical reports-symposium proceedings, and review of lecture notes/handouts, the author had a clear indication of the direction the field project would take:

First, a review of research was made to explore scientific, technical investigations that dealt with deteriorating resources resulting from overuse of campsites adjacent to bodies of water.

Next, a review of literature was made to explore scientific, technical investigations that dealt with recreation experiences.

Finally, a review of literature was made to explore scientific, technical approaches that have been used successfully on public lands, included public involvement in the process, and could be adapted to Parksville Lake's dispersed recreation use sites.

The publications listed on Page 25 of this paper are those that specifically aided the author in exploring the subject, in analyzing social and environmental conditions, and in designing a program to be recommended for adoption.

One publication in particular helped in preparation of this paper. Stephen McCool and George Stankey's "Planning and Social Change: Responding to the Revolution in Recreation Demand" was an invaluable help to me.

ANALYSIS

What is the condition of Parksville Lake's south shore dispersed recreation use sites?

The only evidence that provides a historical reference to site conditions on the Lake is provided by old photographs. Photographs taken from US 64, thirty or forty years ago, show the two islands with ample understory and continuous tree cover. These islands are now both devoid of understory vegetation. The smaller island has only a few trees still living.

The only known surveys of dispersed sites and descriptions of site conditions occurred in 1983 and again in 1987. The 1983 survey was conducted as part of the field project (Coleman, 1983). The 1987 survey was part of a planning and management effort by the District.

A summary of site conditions from the 1983 survey follows:

1. There were 47 easily identifiable sites.
2. 90% of all sites were located on the western half of the lake.
3. Site conditions were described as moderate, heavy, and severe on more than half of the sites. Resources surveyed included tree damage, soil exposure and erosion, vegetation loss, and litter.
4. Site conditions were described as severe on a fourth of the sites.

A summary from the 1987 survey showed:

1. There were 54 easily identifiable sites.

2. The new sites were all located on the eastern half of the lake.
3. New sites were described as heavily to severely impacted.

The 1987 survey, although not structured the same as the 1983 survey, indicated that conditions of most 1983 sites had become worse.

See Appendix D.

What other evidence indicates that conditions are worsening and will continue to worsen?

The two surveys demonstrate that campsite proliferation and impacts on individual sites is similar to that described in many research papers. Research done on National Park Service units (Cole and Marion, 1988), Wilderness lakes (Cole, 1982) (Cole and Ranz, 1983), and rivers (Craig, 1977) describe conditions similar to those on Parksville Lake. Major findings stated that campsites generally continue to deteriorate and expand in size. The abrupt topography found along the Parksville Lake's shoreline limits the number of available sites that can be occupied by users and confines the outward expansion of those sites.

The two surveys disclosed data about group size, although the data were not tested for significance. In 1983, the average group size was 7.3 people; the 1987 survey showed an increase to 8.2. people.

When assuming the number of sites available for use is limited, site size is restricted by topography, and group size is increasing; the evidence indicates that site deterioration will accelerate and attractiveness of individual sites will continue to diminish.

Complaints by recreation residence and organizational camp permittees, located near the most heavily used sites, increased noticeably in 1988. The nature of complaints, traditionally about noise at night, was directed more toward public health and visual concerns.

Complaints by site users themselves were received by a State wildlife technician in 1987. During his patrols on the lake, campers were complaining about the litter left on the sites by those who used the site previously.

In 1986, the marina owner complained about the volume of trash being brought to the marina's trash container. In 1987, the marina owner complained about the volume of litter and litter accumulation around a new Forest Service trash bin that had been installed at the marina. The 165 gallon bin was, at that time, being emptied three times a week by the Forest Service.

In 1987, a Girl Scout Volunteer cleanup project was made to clean sites in mid-June. The project collected a ton of litter on the southshore sites on June 11. Signs were installed at each site to encourage participation in keeping sites clean. On July 25, another Volunteer effort, part of a summer-long plan, visited the same sites. Many of the sites required "major cleanup". The signs installed by the Girl Scouts had been either ignored or destroyed.

What are the needs or expectations of dispersed sites' users?

The 1983 and 1987 surveys gathered information about users, and what users were doing, but didn't attempt to identify concerns, issues, expectations, or needs.

The only indicators of recreationists' needs were found in the narrative of the 1983 survey. Some users from the Dalton, Georgia area preferred Parksville Lake to Carter Lake "due to the more accessible camping sites along Parksville Lake shoreline". In the same survey, Chattanooga users "indicate a preference for the cleaner, clearer water of Parksville Lake over that of Chickamauga Lake".

A Volunteer who conducted the 1987 survey said he couldn't understand why people would want to come to Parksville Lake on a busy summer weekend. The following three excerpts from the proceedings at a symposium on recreation choice behavior may help explain.

"Perhaps the most significant contribution of social scientists conducting recreation research during the last decade has been to focus attention on the goal-directed nature of recreation participation. We have come to dismiss recreation as being random or spontaneous behavior, conceiving it as directed, purposeful behavior intended to realize specific outcomes for the individual. Further, research has supported the notion that these outcomes, rather than the activity pursued per se, motivate participation."(Schreyer,Knopf, and Williams, 1984)

"We believe people do not search for specific elements of the environment as much as they search for settings which will allow them to behave in the ways they desire--for settings will give them sufficient leeway to attend to that which will allow for the attainment of the desired cognitive state."(Schreyer, Knopf, and Williams, 1984)

As remarkably resourceful and adaptive organisms, humans have considerable capacity to engage in desired behaviors under a broad range of environmental situations. (Schreyer, Knopf, and Williams, 1984)

We don't know what the recreationists at Parksville Lake want. We do know that planning conducted without the participation of those most affected by it will likely not succeed during implementation.

DISCUSSION

How does the author know that planning and management without participation of those most affected won't succeed?

In 1987, the District planned dispersed site cleanup project. The workforce was made up of Volunteers with one Volunteer as project leader. The plan was: conduct the previously described survey for new sites, clean all sites, and encourage users to "pack-it-in and pack-it-out" to the newly installed trash containers at the marina and Forest Service boat ramp. The project began in early May. Follow up trips were scheduled for the following three weekends to monitor success and continue public contact. Timing was important. The Memorial Day recreationists, it was hoped, would arrive at boatramps, see new signs and bins, arrive at clean campsites, get cleanup hints from "Lake Rangers", and leave clean campsites for the next weekend. The plan failed by late July. The Volunteers never reached the public contact step. Site cleaning became a recurring, never ending task. The Volunteers eventually quit the project.

This management effort failed to achieve all its objectives, primarily because it used rational planning and assumed the public would behave as planned. Rational planning is defined as "an ideal way to make policy by choosing among alternatives after careful and complete study of all possible courses of action and their possible consequences

in the light of one's values" [emphasis added] (McCool and Stankey, 1986).

The following phrases were taken from the paper (McCool and Stankey, 1986):

"Old ways of thinking...no matter how cherished or how useful in the past, no longer fit the facts".

"Straight line extensions of the past trends to predict the future will have little value."

"...planning...policy developed...might no longer be appropriate"

"...the way planning is conducted...might no longer be appropriate"

"Planning in the future will need to involve greater participation by affected publics, accommodate a greater diversity of tastes and needs, and be open to greater review and accountability than in the past."

This paper introduced it's readers to an alternative approach to responding to recreation change. In the paper, the term "Transactive Planning" introduced an alternative approach or concept in planning. Under transactive planning, citizen participation in the planning process was more than telling citizens what was going to happen. "When agencies ask citizens to review plans, an adversarial role is intrinsic to the planning process. This leads to agency-citizen tension and dissatisfaction with the plan." and [when agencies invite full participation by citizens in planning] "this helped create ownership in the plan and a commitment to it." (McCool and Stankey, 1986)

Transactive planning has been successful in its application to public land management. The Limits of Acceptable Change planning process, an offshoot of transactive planning, is adaptable to Parksville Lake.

SUMMARY

The environmental setting and social interactions found in the Polk County area, thought to be unique, aren't that uncommon when compared to situations described in research/technical papers.

The condition of Parksville Lake's dispersed use sites is similar to campsites described in research and technical papers. The evidence that conditions are worsening, and will continue to worsen, is also consistent with research findings.

Identifying the needs (expectations) of recreationists using Parksville Lake can be determined using appropriate citizen participation techniques.

The following program is recommended for adoption. It is an adaptation of the Limits of Acceptable Change planning process for dealing with increasing demands on dispersed areas. An adaptation is necessary since it would be applied on areas that have high visual sensitivity, a high degree of public interest, and that level of use may have already exceeded its carrying capacity.

The program consists of a chronological series of steps, each step taken before the next. Each Action Step states a performance objective, projects a time frame for accomplishment, suggests participants, recommends action, estimates costs, prescribes monitoring requirements, and makes comments.

ACTION STEP 1

PERFORMANCE OBJECTIVE: Define and Describe Opportunity Classes

TIME FRAME: Between July 1 and August 15, 1989.

SUGGESTED PARTICIPANTS: Forest Recreation Staff Officer, Forest Landscape Architect, District Resource Assistant, and District Ranger.

ACTION RECOMMENDED: Review maps of south lakeshore, transportation plans, Visual Quality Objectives, Recreation Opportunity Spectrum, NFRS sites, 1985 Plan sites, and previous surveys. Make a visual inspection of south lakeshore. Define a number of opportunity classes and develop general descriptions of the kinds of resource, social, managerial conditions appropriate for each class.

COST ESTIMATE: \$800

MONITORING REQUIREMENTS: Opportunity Classes should be described and defined before September 1, 1989.

COMMENTS: This action is necessary to establish or define those areas of the shoreline where certain managerial conditions must be maintained. This information should be mapped and public acceptance solicited at public involvement sessions.

ACTION STEP 2

PERFORMANCE OBJECTIVE: Select Indicators of Physical Change
Specify Standards for Resource Conditions
Inventory Resource Conditions

TIME FRAME: September 1 to October 15, 1989

SUGGESTED PARTICIPANTS: Forest Interdisciplinary Team, District
Resource Assistant, and District Ranger

ACTION RECOMMENDED: Ascertain those Standards and Guidelines in
the Forest's Land and Resource Management
Plan that must be met. Determine those
Standards and Guidelines that may be amended
in the FLRMP.

COST ESTIMATE: \$1800

MONITORING REQUIREMENTS: By November 1, a new survey should have been
conducted, affected resources should have
been identified, and a map drafted that shows
the location and condition of sites that
meet, and those that don't meet Standards and
Guidelines of the FLRMP.

COMMENTS: This step is an adaptation to the Limits of
Acceptable Change made necessary when the
condition of sites is expected, in some
cases, to exceed the limits allowed in the
FLRMP. It measures only physical indicators
of site conditions.

ACTION STEP 3

PERFORMANCE OBJECTIVE: Identify dispersed site area issues and concerns.

TIME FRAME: November 1 to December 15, 1989

SUGGESTED PARTICIPANTS: South lakeshore users, recreation residence permittees, organizational camp permittees, marina permittees, Tennessee Wildlife Resources Agency, Tennessee Valley Authority, fishermen, boaters, representatives from local government, and District employees.

ACTION RECOMMENDED: Incorporate southshore dispersed recreation use sites into any "open house" meetings planned for identification of issues, concerns, and opportunities associated with any recreation development planned on Parksville Lake.

Conduct a separate open house for identifying issues and concerns by affected publics.

Maintain a register for visitors. Collect names and addresses of attendees for establishing a mailing list.

COST ESTIMATE: \$500

MONITORING REQUIREMENTS: By December 30, at least one open house should have been conducted.

COMMENTS: Use the media to announce meetings. Articles should be directed to the Benton, Copperhill, Chattanooga, Cleveland, and Dalton area.

Use the media and the meeting(s) to establish credibility of the Forest Service, to maintain the legitimacy of previous planning, to introduce the planning process being used, and to state the purpose of the public's input.

ACTION STEP 4

PERFORMANCE OBJECTIVE: Identify alternative opportunity class allocations reflecting issues and concerns and existing resource conditions.

Identify social conditions.

TIME FRAME: Between February 1 and March 1, 1990.

SUGGESTED PARTICIPANTS: Representatives from user groups, recreation residence permittees, organizational camp permittees, marina permittees, TWRA, TVA, representatives of local governments, and District employees.

ACTION RECOMMENDED: Conduct a working meeting to maintain the credibility of the Agency, the legitimacy of previous planning, and the planning process being used.

Discuss issues and concerns, identify problems found, and describe some alternatives. Solicit information from their perspective; ask for alternatives they may identify. Analyze costs for all alternatives. Search for consensus among alternatives discussed.

COST ESTIMATE: \$500

MONITORING REQUIREMENTS: By March 15, a working meeting should have been conducted. Viable alternatives should have been developed at this stage.

COMMENTS: Participants should be representative of those groups attending the open house in Action Plan 3. Both a media release and the mailing list should be used to contact interested publics.

Communicate that the Forest Service must select the preferred alternative.

Determine the need for a Facilitator and Task Force if consensus cannot be reached on viable alternatives.

Formation of a panel should be considered for future monitoring (Action Step 6).

ACTION STEP 5

PERFORMANCE OBJECTIVE: Select a preferred alternative.

TIME FRAME: By April 1, 1990

SUGGESTED PARTICIPANTS: Forest Supervisor with recommendations from the District Ranger.

COST ESTIMATE: N/A

MONITORING REQUIREMENTS: By March 30, an environmental assessment and report should have been prepared by the Ocoee District Ranger.

COMMENTS: This step will necessarily be delayed if viable alternatives cannot be negotiated within the Action Plan 4 monitoring period.

This delay must not extend past May 15. Implementation should be scheduled to be in the FY 91 budget year.

ACTION STEP 6

PERFORMANCE OBJECTIVE: Implement actions and monitor conditions.

TIME FRAME: April 15, 1990 to April 15, 1991

SUGGESTED PARTICIPANTS: Forest Public Affairs Officer, District Ranger, District Recreation Staff, Forest Soil Scientist, Forest Recreation Staff, and panel or advisory group representing the public interest groups.

ACTION RECOMMENDED: Conduct a meeting to implement a marketing strategy to promote and educate the local constituency about Parksville Lake and the implementation of its Plan.

Conduct a meeting to discuss and plan opportunities to meet objectives outlined in the National Recreation Strategy and the McWherter Plan for Economic Development. Brainstorm for action that can be adopted into Cost-Share Projects and Partnerships.

COST ESTIMATE: \$1000

MONITORING REQUIREMENTS: By May 1, 1990 a meeting should have been held to develop a marketing strategy for Parksville Lake.

By August 1, 1990 a meeting should have been conducted and Partnerships developed for Cost-Share project identification on Parksville Lake.

By August 30, 1990 the budget requests should reflect needs for FY 91 projects.

Beginning October 1, 1991 projects will be implemented on Parksville Lakes south shoreline.

COMMENTS: None.

LITERATURE CITED

- COLE, DAVID N. 1982. Controlling the Spread of Campsites at Popular Wilderness Destinations. In: Journal of Soil and Water Conservation September-October 1982. Volume 37, Number 5.
- COLE, DAVID N. and JEFFREY L. MARION. 1988. Recreation Impacts in Some Riparian Forests of the Eastern United States. In: Environmental Management Vol. 12, No. 1, pp. 99-107
- COLE, DAVID N. and BETH RANZ. 1983. Temporary Campsite Closures in the Selway-Bitterroot Wilderness. In: Journal of Forestry, Vol 81, No.11, November 1983
- COLEMAN, JACK K. 1983. Recreation Plan for Parksville Lake. Field Project for the Forest Service Outdoor Recreation Management Short Course, Clemson University, Fall, 1983.
- COSTLEY, RICHARD J. 1988. Lecture in Forest Service Outdoor Recreation Management Short Course, Clemson University, September 12, 1988.
- CURBOW, DONALD. 1989. Interview by author, December 10, 1989.
- CRAIG, WILLIAM S. 1977. Reducing Impacts from River Recreation Users. In: Proceedings: River Recreation Management and Research Symposium, pp. 155-162. January 24-27, 1977.
- McCOOL, STEPHEN F. and GEORGE H. STANKEY. 1986. Planning and Social Change: Responding to the Revolution in Recreation Demand. In: Proceedings of the 18th IUFRO world congress division 6; September 7 - 21, 1986; pp. 67-77. Ljubljana, Yugoslavia.
- SCHREYER, RICHARD, RICHARD C. KNOFF and DANIEL R. WILLIAMS. 1984. Reconceptualizing the Motive/Environment Link in Recreation Choice Behavior. In: Proceedings - Symposium on Recreation Choice Behavior, pp. 9-18, Missoula, Montana, March 22-23, 1984.

APPENDIX

CHEROKEE NATIONAL FOREST
Selected References from the FINAL LAND AND RESOURCE MANAGEMENT PLAN

Under GOALS:

Page IV-2: Develop fisheries programs to provide quality fishing, fishing opportunities to meet increasing needs, and fishing use that is consistent with capabilities of the waters.

Page IV-3: Conserve soil and water resources and prevent significant or permanent impairment of the productivity of the land.
Protect streams, lakes, wetlands, and other bodies of water. Special attention will be given to land and vegetation for approximately 100 feet from the edges of all perennial streams, lakes, and other bodies of water.

Page IV-4 Design interpretive service programs to inform the public of management activities, obtain visitor feedback, increase public understanding of Forest Service management, and provide safe and enjoyable use of recreation opportunities.
Provide safe and sanitary developed and dispersed recreation opportunities.
Improve, enhance, maintain or not permanently detract from the visual characteristics of the landscape.

Under FORESTWIDE MANAGEMENT REQUIREMENTS:

Recreation Planning and Inventory (A01,A02)

Page IV-6

General Direction

Standards and Guidelines

Public health and safety will be a paramount concern in administration of recreation.....

Emphasize an attitude of service to the Forest visitor (the Good Host Concept).

Prepare, print and distribute (or sell) necessary guides, maps and brochures.

Limit regulations, constraints and supervision of recreation use to the minimum necessary for resource protection, visitor satisfaction and safety.

Utilize resource education, visitor information, facility location, and site design to reduce user conflicts and resource damage.

Establish a "pack in - pack out" policy for all solid waste on non-fee developed and dispersed sites where it is not economically feasible or desirable to provide and maintain disposal facilities.

Recreation Use-Dispersed Administration (A08)

Page IV-9

General Direction

Maintain existing, heavily used, dispersed recreation areas (areas of concentrated public use) at a level that will not create environmental degradation.

Standards and Guidelines

Stabilize soils on eroded areas through revegetation, traffic control, or closing of area, depending on land suitability.

Page IV-10

Areas of concentrated public use, such as hunter camps, will be inventoried and managed.

Visual Resource Planning and Inventory (A01,A02)

Page IV-17

Manage visual resources to prevent unacceptable alteration of natural landscapes and to create and maintain visual diversity in the landscape.

Maintain visual quality by providing landscape settings which complement programmed management activities.

Soil & Water:

Inventory, Planning, Improvement, and Administration (F01,F02,F04)

Page IV-31

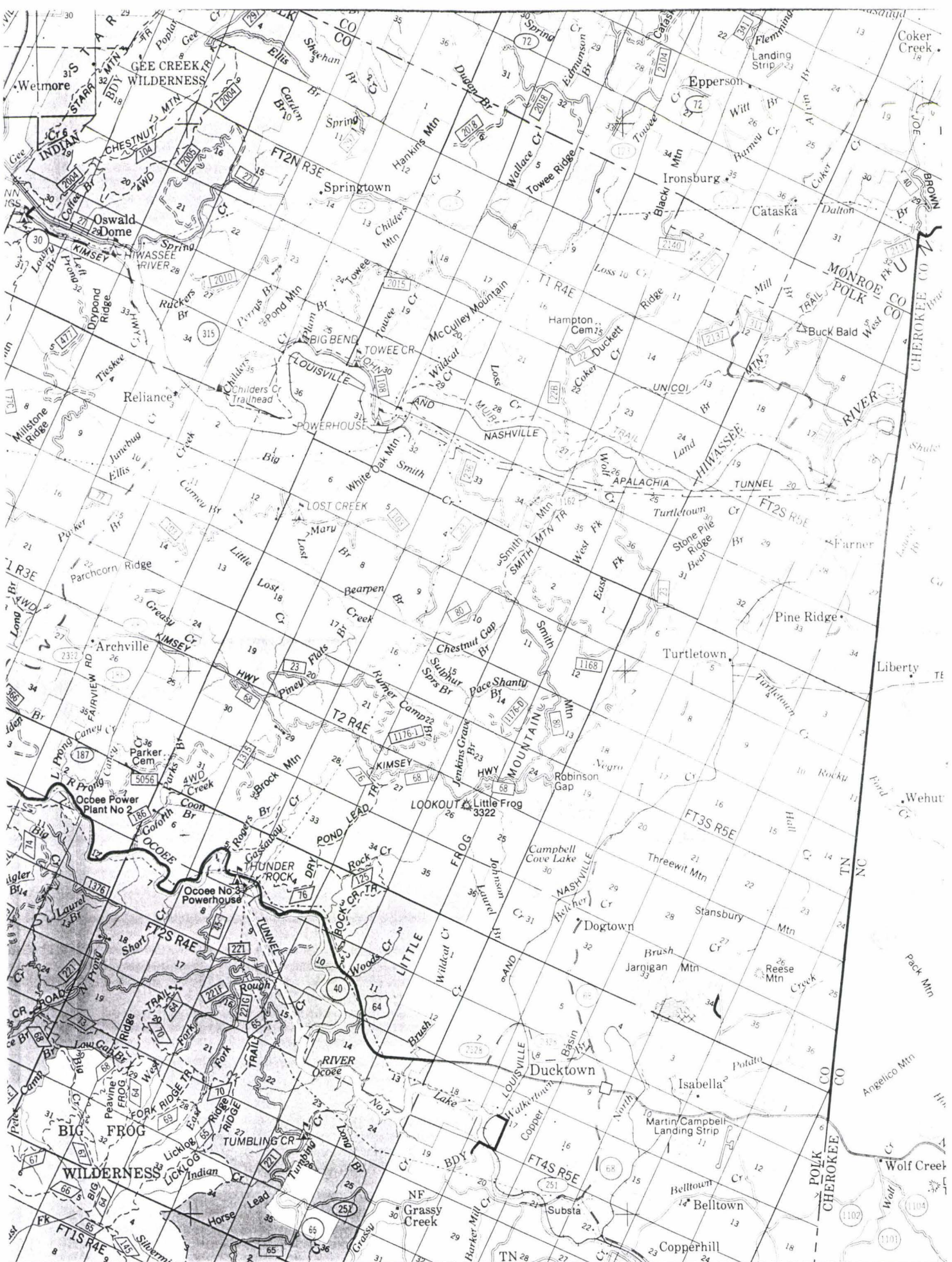
General Direction

Standards and Guidelines

Areas receiving concentrated use be managed in accordance with the the amount of mineral soil exposed where:
over 50%, use is limited or prohibited.
30% to 50%, use is limited or varied.
6% to 30%, use may be allowed at a normal rate with maintenance.

Develop soil resource improvement plans to rehabilitate critically eroded areas.

Erosion control measures and maintenance will be included in all programs and project plans.



3		4		5		6		7		8		9		10		11		12		13		14		15		16		17		18		19		20		21		22		23		24		25		26		27		28		29		30		31		32		33		34		35		36		37		38		39		40		41		42		43		44		45		46		47		48		49		50																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																					
LDERNESS		MURRAY		TUMBLING		CRAIG		SHIRLEY		FIGHTING		TOCCOA		FANNIN		CO																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			

Note:
All roads, with or without gates shown, are subject to closure. Check with the District Ranger for the current status of any road.

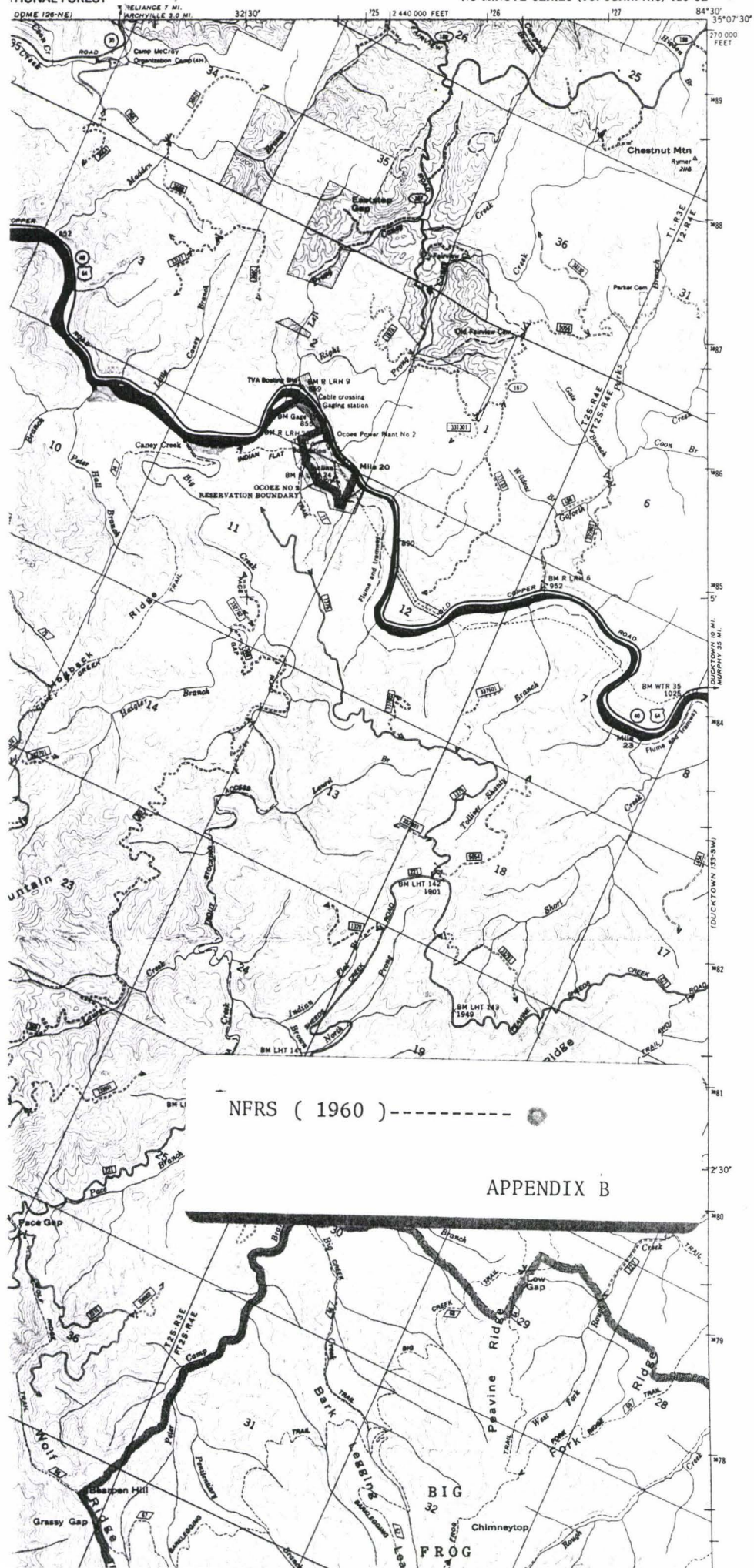
KEY MAP



TENNESSEE-POLK CO.

7.5 MINUTE SERIES (TOPOGRAPHIC) 126-SE

NATIONAL FOREST



PARKSVILLE QUADRANGLE
TENNESSEE

UNITED STATES
DEPARTMENT OF THE INTERIOR
GEOLOGICAL SURVEY

7.5 MINUTE SERIES (TOPOGRAPHIC) 126-SW MODIFIED FOR USDA FOREST SERVICE USE

CHER

